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ABSTRACT

This eight-part outline delineates a master plan for the provision of educational services and assistance to adult refugees residing within California. Part I identifies the Board of Governors of the California Community Colleges (CCC) as the department with responsibility for the master plan. Part II outlines departmental goals and objectives, indicates that all refugee groups are to be served, summarizes program needs, presents departmental assumptions, defines terms, states the administrative responsibility of the CCC's Office of the Chancellor, cites sections of the Educational Code providing legislative authority for refugee assistance by the CCC, discusses the actual and potential role of the CCC in refugee resettlement, and notes the lack of current departmental policy. Part III focuses on program administration, considering the units within the CCC involved in refugee services, funding, availability of data systems, interdepartmental coordination, and college projects. Part IV analyzes needs and major problem areas. Part V looks at the units within the Chancellor's Office with responsibility for refugee programming and their activities. Part VI proposes actions and provides time frames for their implementation, while Part VII identifies the agencies with responsibility for coordinating the implementation of the master plan. The final section summarizes the plan and identifies unresolved issues. (JP)

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Chancellor's Office
California Community Colleges

DEPARTMENTAL MASTER PLAN FOR REFUGEE ASSISTANCE AND SERVICES

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Submitted July 1981
to the Health and Welfare Agency,
Office of the Secretary

JC 810 418

CHANCELLOR'S OFFICE
CALIFORNIA COMMUNITY COLLEGES

DEPARTMENTAL MASTER PLAN FOR REFUGEE ASSISTANCE AND SERVICES

July, 1981

I. Identification

1. Name of Department: Board of Governors, California Community Colleges

2. Lead Person: Rita Cepeda, Specialist, Bilingual Cross-Cultural Education

II. Background

1. Departmental Goals and Objectives

Goal

It is the goal of the Board of Governors, California Community Colleges, to enhance educational opportunity and related support services for all adult residents of the State of California, including refugees.

Objectives

a. To develop and implement a Departmental Master Plan for Refugee Resettlement.

b. To monitor and promote legislation toward the goal of enhancing educational opportunity for all residents of the state.

c. To assist colleges where possible in improving services to refugees.

d. To provide technical assistance to colleges in curriculum and support service areas.

e. To improve the current data base on refugee students.

2. Refugee Groups Served

California community colleges provide educational opportunity to all refugee groups.

3. Summary of Statement of Needs

   a. Adequate state funding to meet student needs.

   b. Improved public attitude toward problems and needs of refugee groups

   c. Improved data on refugee students

   d. Improved in-service training for community college personnel to help them understand the problems and needs of refugee students

   e. Certainty about tuition and residency status for refugees.

   f. Sources of funding for curriculum development

   g. Adequate career counseling and guidance programs geared to serve specific refugee groups

4. Departmental Assumptions

   a. Traditionally, community colleges have been entry-level postsecondary institutions for the majority of adult residents.

   b. Community colleges educate the largest number of adults in the state and are therefore the primary adult learning centers in the state.

   c. Refugees are eligible to attend community colleges and should be afforded equitable learning opportunities.

   d. Many refugees are low-income and therefore qualify for state-administered community college programs such as EOPS (Extended Opportunity Programs and Services).

   e. Many refugees have limited or no English proficiency and are therefore eligible for such community colleges classes as English as a second language.

   f. Many refugees are in need of developing or upgrading occupational skills and are therefore eligible for community college courses and programs in vocational skill areas.

   g. Finally, it should be stated that the Chancellor's Office of the Board of Governors is not a governing authority over the 107 community colleges. Chancellor's staff role, therefore, is primarily limited to providing technical assistance and leadership to the community colleges in the area of education for refugees.

5. Definition of Terms

a. Board of Governors

A gubernatorial-appointed body of 15 lay citizens charged with providing "leadership, coordination and direction" to California s community colleges while protecting, to the maximum degree possible, local autonomy of the colleges and their respective boards.

b. Chancellor's Office

The administrative arm of the Board of Governors. Includes approximately 145 state civil servants working in various programmatic and service areas.

c. California Community Colleges

The system of 107 "comprehensive" public two-year colleges, governed by 70 locally-elected boards of trustees. The colleges offer transfer education, vocational and certificate programs, and community services.

d. Limited English Proficient (LEP)

LEP - A term used to refer to students who do not have the clearly developed language skills of comprehension, speaking, reading and writing, necessary to receive instruction only in English at a level substantially equivalent to pupils whose primary language is English.

e. Non-English Proficient (NEP)

NEP - Refers to students who communicate in their primary language only or who communicate in English at a level which does not enable them to participate meaningfully in an educational setting where only English is used.

f. Primary Language

A language other than English which is the language the student first learned or the language which is spoken in the student's home.

g. English as a Second Language (ESL)

ESL - The instruction of English to speakers of other languages. The focus is strictly transitional (i.e., to transition the student from his/her primary language to English). Main program features include: emphasis on language usage and conversational skills (audio-lingual).

h. Vocational English as a Second Language (VESL)

VESL - Like ESL the emphasis is to teach English to speakers of other languages and the goal is that of rapid transition into English. VESL differs from ESL, however, in that language acquisition is directed to enable the student to participate in a) occupational education, b) pre-employment programs, or c) on-the-job training. VESL attempts to teach language skills which are occupation specific and as such course content is far more structured and specialized.

i. Extended Opportunity Programs and Services (EOPS)

A state-funded categorical program intended to serve students handicapped by language, social, and economic disadvantages.

j. Refugee Status

Refugee status is available to an alien outside the United States applying for admission because of persecution, or well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group or political opinion, and is unable or unwilling to return to his/her country of nationality or residence.

k. Asylum

Asylum is available to those aliens who apply from within the United States or at a land border or port of entry, and who are refugees.

l. Lawfully admitted for permanent residence

Lawfully admitted for permanent resident is an alien who has been granted immigrant status.

6. Administrative Responsibility

In relation to refugee programs and services, Chancellor's Office staff is involved in the following direct administrative responsibilities:

a. To administer state-funded EOPS;

b. To administer federal vocational education funds, some of which are directed toward refugee programs and services; and

c. To provide legal interpretation on laws, regulations and judicial decisions relating to refugee affairs.

In addition, specialist-level staff provide indirect administrative assistance to colleges in the areas of legislation, vocational programs, counseling, financial assistance and other support services, and in program and curricular development.

7. Legislative Authority

Generally, community colleges are directed to provide education opportunity to all residents by the following sections of the California Education Code:

Title 3. Postsecondary Education Division 7, Part 45, Chapter 2. Courses of Study Article 1

Preparation of Courses of Study; Review

78200. Courses of instruction and educational programs shall be prepared under the direction of the governing board of each community college district. Such educational programs shall be submitted to the board of governors for approval. Courses of instruction which are not offered in approved educational programs shall be submitted to the board of governors for approval. The district governing board shall establish policies for, and approve, individual courses which are offered in approved educational programs without referral to the board of governors.

The board of governors shall review, and may approve, all educational programs and all courses which are required by this section to be submitted to it for approval.

For the purposes of this section, "course of instruction" means an instructional unit of an area or field of organized knowledge, usually provided on a quarter, semester, year, or prescribed length-of-time basis.

For the purposes of this section, "educational program" is an organized sequence of courses leading to a degree, a certificate, a diploma, a license, or transfer to another institution of higher education.

The provisions of this section apply to credit and noncredit classes of community colleges.

Course of Study for Two-Year Community Colleges.

78201. The course of study for two-year community colleges shall be designed to fit the needs of students of the 13th and 14th grades and may include courses of instruction designed to prepare for admission to the upper division of higher institutions of learning and such other courses of instruction designed to prepare persons

for agricultural, commercial, homemaking, industrial and other vocations, and such courses of instruction as may be deemed necessary to provide for the civic and liberal education of the citizens of the community.

The community colleges are also governed by Education Code Section 76000, which states that California community colleges may admit anyone over the age of 18 who can profit from instruction.

Under Education Code Section 76140, California community colleges may admit, but must charge nonresident tuition to, nonresident students.

Under Education Code Section 68076, an alien is a resident student only if he/she has been lawfully admitted for permanent residence for one year. Specifically, an alien will be entitled to resident classification if he or she meets two criteria:

a. He or she has been lawfully admitted to the United States for permanent residence, and

b. He or she has had residence in California for more than one year after lawful admission for permanent residence.

Under Education Code Section 78462, nonresident tuition is not charged to students enrolled in noncredit ESL, citizenship, or elementary subjects, or to students who do not hold a high school diploma for a class for which a high school diploma is granted.

8. Role in Refugee Resettlement

Actual role - to help community colleges provide educational and support services to the adult refugee population.

Potential role - to continue to provide technical assistance to the colleges; to increase interagency cooperation to insure better program development and planning; to assist colleges with program development in areas such as bilingual/cross-cultural education, CETA, ESL, and employment training; to develop and make accessible a single data base on refugees in the community colleges.

9. Current Departmental Policy

The California Community Colleges currently have no departmental policy relating specifically to refugees.

III. Administration of Current Departmental Program (FY 80-81)

1. General Description of Department Program, and
2. Organization

Several units within the Chancellor's Office deal to some extent with education for refugees (see organization chart).

CHANCELLOR'S OFFICE ORGANIZATIONAL CHART

BOARD OF GOVERNORS

Chancellor

Analytical Studies*

Legal*

Legislative and Public Affairs*

Special Assistant for Vocational Education

Executive Chancellor

Facilities Planning | Affirmative Action Coordination | Innovative Programs | Program Evaluation & Approval* | Administration | College Services* | Specially Funded Programs* | Fiscal Services | Budget & Accountin

9

Credentials | Personnel & Training | Central Services

10

*Units with some degree of involvement in refugee programs and services. For description of unit activities, refer to Section V-3 and 4.

3. Amount and Source of Funding

No special funding is provided to Chancellor's Office staff working with refugee programs and services. These staff, supported by State General Fund and Federal Vocational Education Act monies, have assumed services to refugees as only one component of their ongoing responsibilities.

4. Data System Available

The Chancellor's Office currently collects student information on a number of characteristics, including the following:

- o birthdate, sex
- o citizenship status
- o high school education
- o racial/ethnicity
- o resident status
- o student level

Unfortunately, the data, particularly in regard to refugees, are both unreliable and incomplete. Many factors contribute to the poor quality of the data as it relates to refugees. Refugees often respond incorrectly or not at all to questions because of their lack of English communication skills. As a consequence, many community college districts report a large number of "no response" and "unknown" in their aggregate student data. Some districts do not collect information regarding some student characteristics, including citizenship. Other districts are unable or refuse to report the requested information.

5. Activity Reports

None.

6. Coordination with Other Departments, Counties, etc.

Primary staff coordination is with the community colleges, as described previously. They, in turn, coordinate much of their activity with volags, mutual assistance agencies, and local governments and businesses.

Other departmental coordination involves:

a. Health and Welfare Agency, through participation on the Citizen's Advisory Committee and informal technical assistance.

b. State Department of Education, which has primary responsibility for administering federal vocational education monies.

c. Employment Development Department, through a proposed interagency project, which seeks to implement a "Comprehensive Employment Preparation Model and Employment Program Orientation for Indochinese Refugees."

d. Governor's Office on Citizen Action and Volunteerism. Helped arrange a role for community colleges in their "Basic English Literacy" project.

e. California State Legislature, by providing information to legislators and staff on educational programs and funding for adult refugees.

7. Annual Planning Cycle/Process

The Chancellor's Office does not engage in an annual planning process, other than development of Budget Change Proposals during the summer months.

8 Interagency Agreements

The Chancellor's Office has not participated officially in any interagency agreements in FY 80-81.

9. List of Projects

Following is a list of description of courses/programs specifically designed for refugees in the community colleges.

Name of College	Program/Course Offered
DeAnza	A.A. Liberal Arts Major. Career Ladder Program leading to a multiple subject teaching credential/Vietnamese Emphasis
Sacramento City	Clerical Training Program for Indochinese
San Diego Mesa	Bilingual Dental and Medical Assisting
Santa Ana College	Career Planning, guidance, tutorial and study skills services

In addition to those programs, there are a number of Special Projects funded under Vocational Education Act (VEA) Subpart 3 funds which are now in progress.

Award Recipient	Project Title/Product
San Jose CCD	Career Counseling Manual - Materials and Techniques for use with Vietnamese students.
Sweetwater CCD	Integration of Language Development and Vocational Instructional Services for LES/NES students.
San Jose CCD (Evergreen Valley)	Community Colleges Vocational Education Curriculum Inventory and Dissemination of Materials useful to LES/NES Occupational students.

IV. Analysis of Needs and Major Problem Areas

5. Education

Several general problem areas have emerged that affect the ability of community colleges to adequately serve refugees. Chief among these are:

- o Lack of adequate State funding to meet all potential enrollments and to provide adequate student services.
- o Some negative public viewpoint, including apathy and tendency to stereotype, in the Legislature, toward refugees.
- o Frustration about the federal government's reluctance to view this as a national and not simply Californian problem.

Other needs areas that must begin to be confronted in 1981-82 and undoubtedly will require further attention in future years are:

- o adequate data on refugee students
- o adequate inservice training for community college personnel - particularly the need for faculty to gain an understanding of the culture and background of refugee groups
- o certainty about tuition and residency status for refugees. All solutions posed thus far have proven inadequate to some degree.

- o sources of funding for appropriate curriculum development
- o adequate career counseling and guidance programs geared to serving specific refugee groups
- o identification of one or several lay individuals who can serve as technical and policy experts in helping the colleges serve refugees

V. Description

1. & 2. General Description of Departmental Program and Funding Levels

Several units within the Chancellor's Office have some responsibility for program areas affecting refugees (see Section III 2). No state or federal funds are earmarked for executing those responsibilities; they have been assumed as one component of the unit's workload.

3. & 4. Types and Program Objectives of Services Provided

A more detailed description of activities engaged in by these units follows:

a. Program Evaluation and Approval Unit (P.E. & A.)

Primarily through the services of the bilingual cross-cultural specialist within the unit, P.E. & A. addresses needs of the refugees through the following:

- o program consultation services
- o program development
- o field liaison
- o inclusion of linguistic, occupational educational and cultural concerns of this population group within the framework of the California Community College Master Plan for Bilingual Cross-Cultural Education
- o dissemination of resource material through workshops, conferences and seminars
- o inclusion of representative concerns within the bilingual cross-cultural advisory committee, and
- o inclusion of target group training needs within the Five-Year State Plan for Vocational Education - Subpart 3.

b. Analytical Studies Unit

Student data, including any specific data on refugees, are regularly collected as part of the Chancellor's Office Information System. The Analytical Studies Unit will be attempting through workshops and careful monitoring of the data to improve the accuracy and completeness of the reporting. However, the language difficulties of the refugees will undoubtedly continue to affect the reliability of the student data.

Currently, a brief report is being prepared by this unit to describe the impact of the refugees on the community colleges. The preparation of this report has been hampered by the lack of both pertinent and reliable data. No additional reports or analyses concerning community colleges and refugees are planned at this time.

c. Legislative and Government Affairs Unit

In the past and at present, this unit has monitored and lobbied legislation relating to refugee tuition and residency status. This is an ongoing activity of the unit, which seeks to improve the clarity of these issues. No specific remediating legislation is planned to be introduced by this office in the near future.

d. Specially Funded Programs Unit

Refugees, like all students, are eligible for all or some of the following programs administered by this unit:

1) Extended Opportunity Programs and Services (student services and financial assistance for low-income disadvantaged students)

2) Student Affirmative Action (effort to increase representation of low-income minorities and women in postsecondary education)

3) Financial Aid Services (provide technical assistance to the colleges in the area of student financial aid programs)

4) Handicapped Student Programs and Services (programs and services for disabled students)

Most of these programs, particularly EOPS, are geared at providing low income or otherwise disadvantaged students with financial assistance and support services, such as counseling, tutoring, basic skills instruction, college readiness, and study skills throughout the academic school year.

e. College Services Unit

This Unit's primary responsibility for refugee programs is through administration of federal funds through the Vocational Education Act, specifically, Subpart 3. Although only two projects specifically aimed at Indochinese refugee groups have been funded thus far, colleges can continue to seek Special Projects money through the RFP process for future support of refugee-related projects.

f. Legal Unit

The Legal Unit has in the past and will continue to provide legal interpretations of relevant Education Code statutes and judicial decisions on an as-needed basis.

5. Eligiblity Criteria

Of the programs and services mentioned above, the primary program with eligibility criteria is EOPS, where a student must be enrolled full time and have a family income of less than $9,999 for a family of four, plus $1,000 for each additional household member. They also must qualify as U.S. citizens or be here for other than temporary purposes.

6. Target Population

All refugee groups are treated equally in community college programs and services.

7. Number to be Served

The Chancellor's Office is unable to ascertain at this time the number of refugees enrolled in the California community colleges.

8. Geographical Areas vs. Areas of Concentration

Again, lack of data hampers our ability to respond here. However, community colleges are located throughout the State and should, therefore, be accessible to refugees in both high- and low-concentrated areas.

The major exception here would be in the area of adult programs such as ESL. Where the community college district has primary responsibility for offering adult education to its community (as is the case in districts such as San Diego and San

Francisco), those colleges would enroll a higher percentage of their refugee population than in areas where local school districts have responsibility for adult education (e.g. Los Angeles).

9. Client Tracking System

None.

10. Data System

(Described previously in Section III 4.).

11. Organizational Chart

(See Section III 2.)

12. Activity Report

None.

13. Interagency Agreement

None.

14. Summary of Local Program

Many community colleges are working closely with counties and cities in offering refugee services such as language and training assessment, language and vocational programs, counseling, and job placement. Unfortunately, descriptions of these programs are not readily available on a statewide basis. (See IV 7, Needed Research Projects, Studies and Pilot Projects.)

15. Projects

(Information regarding 1981-82 projects to be funded under VEA Subpart 3 not yet available.)

VI. Proposed Actions with Time Frame

1. Proposed Policy Changes

a. Because no departmental policy regarding educational services to refugees currently exists, development and adoption of this plan is viewed as a "policy change."

TIMELINE: Summer, 1981.

2. Proposed New Legislation or Regulations

None.

3. Structural Changes

Adoption of this plan includes identification of a lead person in the Chancellor's Office. This person will serve as a primary resource to office staff and the community colleges and will monitor implementation of this plan.

In addition, those individuals in the Chancellor's Office dealing most directly with refugee programs will form an ad-hoc standing committee and will meet on an as-needed basis.

TIMELINE: Summer, 1981

4. Staff Training

After adoption of the departmental plan, it is hoped that the Chancellor's staff could participate in an internal workshop on the plan and refugee issues in general.

TIMELINE: Fall, 1981

5. Refugee Access to Services

Although refugees currently have equal access to community college programs, it should be investigated whether specific refugee groups could be identified as target groups in Student Affirmative Action efforts.

TIMELINE: Winter, 1982

6. Proposed Role of Private Sector

No specific activities are planned at this time.

7. Needed Research Projects, Studies and Pilot Projects

- o Identification and dissemination of model approaches used by various community colleges in serving refugees.
- o Further identification and promotion of bilingual/ cross-cultural staff.
- o California Community College Master Plan for Bilingual/ Cross-Cultural Education.

- o Identification of individual members of refugee group who can serve on statewide education advisory committees and who can help the colleges better serve refugees.

- o Standard procedures or guidelines for how community colleges can rise to meet the needs of any incoming refugee group.

- o Ongoing data base with number and characteristics of refugee students.

VII. Coordination of Plan Implementation

1-4. Any coordination of plan implementation will be done through the Interagency Refugee Planning Committee and the Citizens Advisory Committee.

VIII. Summary and Conclusions

1. Departmental Objectives

As part of its attempt to enhance educational opportunity for all California residents, the State Chancellor's Office of the California Community Colleges will continue to provide technical assistance and support services in the area of refugee affairs to the community colleges.

2. Level of Funding

No sources of support for activities included in the plan are currently identified.

3. Major Problems and Solutions

For 1981-82, the major perceived problem remains adequate funding for programs enrolling significant refugee populations, such as ESL and citizenship. Recent legislation established state funding levels for community colleges through 1982-83, and provisions in that legislation have already reduced the support level for enrollment in these types of courses. Additional legislation to further reduce support is still being considered, and the Chancellor's Office will work to oppose this effort.

4. Unresolved Issues

As outlined previously, several major issues remain unresolved, including

a. how to convince the Federal Government that California requires additional support to help serve refugee populations

b. how to obtain adequate data on the refugee student population for planning and funding purposes

c. how to ensure timely determination of permanent resident classification for tuition purposes

d. how to identify and disseminate model programs currently operating at the colleges for replication in other colleges and communities.

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